SCIENCE & GOVERNMENT REPORT

The Independent Bulletin of Science Policy

Vol. VII, No. 3 | P.O. Box 6226A, Washington, D.C. 20015 | February 15, 1977

"Depoliticizing" of Science: A Perspective on HEW Shifts

One measure of the squalor that Richard Nixon introduced into public affairs is that ordinarily sensible and decent acts by the White House are now instantly hailed for wisdom and munificence, while routine, change-of-administration decisions are perceived as ugly politics.

Thus, there were cheers when HEW Secretary Joseph A. Califano Jr. announced that a Ford appointee, Donald Fredrickson, would be retained as Director of the National Institutes of Health; and there were boos when the Secretary announced that David J. Sencer would not be retained as Director of the Center for Disease Control (CDC).

Califano told a cheering audience February 3 on the NIH Bethesda, Md., campus that Fredrickson's retention was part of a process of "depoliticizing" NIH. A few days later, when it was disclosed that Sencer was to go, the decision was denounced by a former CDC epidemiologist, Alexander Langmuir, now of Harvard, as a "politicization of CDC."

University Overhead Costs Draw Congressional Ire–See Page 4

With these two episodes in mind, it might be useful to sort out some of the realities of politics and "depolitics" as they affect high-level positions in the government's research-related agencies.

When agencies, such as NIH and the National Science Foundation were relatively small, it was customary for their senior executives to remain on from one administration to the next. Alan T. Waterman was appointed first Director of NSF by Harry Truman, in 1951, for the 6-year term specified in the NSF Act. The Act says that the Director is to serve at the pleasure of the President; Eisenhower chose to retain Waterman, and to give him a second 6-year appointment. Still holding the job when Kennedy was elected, Waterman served until July 1963, though a presidential dispensation was required because he was at the mandatory retirement age for federal employees.

He was succeeded by Leland J. Haworth, who served to the end of Johnson's term, which, coinciding with Haworth reaching age 65, painlessly avoided the question of whether Nixon would retain him. Whereupon, there followed a truly nasty political row over the NSF directorship.

Nixon was on the verge of appointing Franklin Long, a Cornell chemist, to the job when it was recalled that Long had publicly expressed himself against the anti-ballistic missile program, which the Administration was then promoting in Congress. Visions arose of the anti-ABM forces soliciting testimony from one of the Administration's top scientific appointees. Long refused to promise that he would cooperate with the Administration on the ABM issue, and simply withdrew from consideration for the job.

Advised that he had trampled upon sensitive territory, Nixon then met with the elders of science and pledged that political considerations would never again pollute his Administration's relationship with science — a short-lived promise, as it turned out, though the lapse from purity was to occur at NIH.

The tradition of a-political appointments at NIH was firmly established when Nixon took office. James Shannon was appointed Director in 1955 by Eisenhower's Secretary of HEW, the official who controlled the NIH appointment at that time. Shannon continued to hold the post through the Kennedy Administration, and finally retired near the end of Johnson's Administration. His successor, Robert Q. Marston, was an

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In Brief

Theodore Cooper is out as HEW Assistant Secretary for Health, but retains his commission as Assistant Surgeon General in the Public Health Service, and, at least temporarily, is staying on. He's moved to an office on the NIH Bethesda, Md., campus, and is assisting the new regime in taking over at HEW.

Meanwhile, at the Commerce Department, Betsy Ancker-Johnson, Assistant Secretary for Science and Technology since 1973, will be staying in that job for several months. The new management there agreed that she should remain to finish a number of projects, among them a year-long study on US technology policy.

Something new at the State Department: the post of Under Secretary for Security Assistance, Science, and Technology, formerly just Under Secretary for Security Assistance. Lucy W. Benson, former head of the League of Women Voters, has been appointed to the job. Working with her will be Joseph Nye, formerly of Harvard, who has joined the Department as chief of anti-nuclear-proliferation policy.

...HEW: Excessive Praise for a Sensible Appointment

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appointee of the Johnson Administration, and served throughout Nixon's first term.

The overt intrusion of what might be called politics occurred at NIH in 1971, with the passage of the National Cancer Act, which raised the directorship to a presidential appointment. Following Nixon's re-election, Marston was dismissed. The polite explanation was that the Administration wished to exercise its new right to fill the post as the President desired, but the specific cause was that Nixon's White House henchmen felt that Marston was not wholly in sympathy with the politically inspired War on Cancer.

Marston's successor, dean of the University of New Mexico medical school, Robert S. Stone, was the hand-picked choice of HEW health chief Charles C. Edwards, who seemed taken with the fact that Stone had pursued studies at MIT on management — which Edwards felt was in short supply at NIH.

Eighteen months later, however, Edwards cooled on Stone, arranged his ouster, and then resigned (SGR Vol. V, No. 1).

Whereupon, Gerald Ford appointed as NIH Director Donald Fredrickson, a former Director of the National Health and Lung Institute, who had only shortly before taken the presidency of the Institute of Medicine of the National Academy of Sciences. Fredrickson, well-regarded in the biomedical research community, came on with a mandate to soothe away the hysteria that had enveloped the NIH enterprise, and was doing a good job of it when Ford's term came to an end and the right to appoint the Director of NIH passed to Jimmy Carter.

Against this background of Nixonian turbulence and competent performance by Fredrickson, only a surge of foolishness could have impelled the Carter Administration to oust the incumbent. Califano, who is coming on fast as perhaps the shrewdest and most politically sure-footed of Carter's appointments, obviously recognized the good sense and political value of retaining Fredrickson. And, with Fredrickson at his side before a packed audience in the auditorium of the NIH Clinical Center, he milked the situation for dramatic appeal and political credits. Opening with a paean to the nobility of HEW's mission and the grandeur of NIH — "indeed it's one of the great treasures of the world," Califano added, "You provide the leadership that this country needs."

Then he announced that the quest for a Director had gone far and wide, without reference to political affiliations of those under consideration. "I've asked only that they be the best person to do the job that has to be done . . . and I am announcing to you that we found that person, and we found him right here at NIH in Dr. Fredrickson." To which the audience responded with long and loud standing applause.

Sencer's ouster after over a decade as Director of the Center for Disease Control does not merit disdain any more than Fredrickson's retention merits fulsome praise. First of all, his length of service there gives some credence to Califano's contention that a change of leadership would be beneficial. That's not necessarily the case, but in recent times few major institutions in this country keep the same boss for 10 years, and it is more likely than not that a well-chosen change at the top will produce beneficial results.

And then, of course, there's the weighty matter of public and professional confidence in the CDC, following the swine-flu debacle and the initially botched, though eventually successful, investigation of the so-called Legionnaire's Disease. Sencer cannot be wholly blamed for either mishap, but he was the driving force and the crucial decisionmaker in the swine-flu business, and hindsight now shows that he deftly promoted the go decision while shunting aside the skeptics. If all had turned out well with the vaccine program, he would, of course, be a biomedical hero. But it didn't, and the skeptics are howling that they should have been heeded. Some of these skeptics fall in the category of stopped clocks that are right twice a day, but, in any case, Sencer was the central power in what turned out to be a fiasco. And if Califano does not want to carry on with a loser, no one should be surprised. The Legionnaire's muddle can be attributed in large part to the

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Independently published by *Science & Government Report*, Inc., twice monthly, except once each in January, July and August. Annual Subscription: Institutions, $75 (two years, $140); individuals, $44 (two years, $75). Editorial offices at 3736 Kanawha St., N.W., Washington, DC 20015. Tel. (202) 244-4135. Second class postage paid at Washington, DC. Please address all subscription correspondence to Box 6226A, Northwest Station, Washington, DC 20015. Reproduction without permission is prohibited. SGR is available on Xerox University Microfilms.

Califano: What "Depoliticizing" Does Not Mean

The following excerpts are from the February 3 address at NIH in which HEW Secretary Joseph A. Califano announced that Donald Fredrickson would be retained as NIH Director:

I also hope that you understand the meaning, in the larger sense, of retaining Dr. Fredrickson and looking only for excellence. Health care and biomedical research and the work you do here, as the work done everywhere else, will be subjected to a new level of scrutiny in the world in which we live and the nation in which we live. There will be pressures to find solutions faster, to make medical care less expensive, to make it more available, to conquer disease after disease, a what-disease-did-you-conquer-yesterday? attitude. Those pressures exist. They're in the world in which you live and the world in which I live. There's no insulation from those pressures.

But as far as politics is concerned, it's out of NIH. If I have the power to do anything, as I told Dr Fredrickson this morning, I will do my best to insulate these Institutes and this great institution from partisan politics . . .

I bring that message not only from myself, but from a President who fully recognizes the importance of providing an apolitical environment in which you can work.

I know that with Dr. Fredrickson staying on the elements of sound basic research that are critical will be followed here: that there will be a wise choice of problems targeted for research; that there will be a stable component of research initiated by investigators themselves . . . .

You should know that depoliticizing NIH does not mean certain things. It does not mean that scientists can be removed from human concerns. It does not mean that you will not be subjected to some of the immediate pressures that surround the entire health community. It does not mean that you can avoid the incredibly difficult ethical questions that attend so much research as science moves to newer and newer frontiers and learns more and more about the secrets of life and our universe.

It does not mean that you are free from the pressure and encouragement that I would impose throughout this Department to deal with the problems of minorities — Black, Chicano, Indian, other minorities, women, and the disadvantaged — and to provide them an equal chance with everyone else. It is imperative — and I'm learning this first-hand as I seek people for the top hundred or so policy-making jobs in HEW — it is imperative that places like NIH use the leadership that they so richly have — and use the leverage that they have in the private sector with the universities who are training people — to enlarge that pool of Blacks and women and Chicanos and minorities — and of handicapped people — that are available for the top jobs in this country . . . .

I want to do nothing to inhibit the excellence of those research universities, but I will not stand for what I consider to be a myth that excellence is inconsistent with opening those universities and their post-graduate schools to the Blacks and women and other minorities of this country that for so long have had so much difficulty getting in those doors . . . .

It's too easy for the great universities of this country to say, "Well, sure, we'd love to have a professor or researcher or an investigator in that area who's a woman or who's Black, but there just aren't any." If that's true—and I doubt it—to the extent there aren't enough, it's because those same universities haven't opened those doors wide enough. If you open the doors, they'll open the doors. And when you tell them how important you think that is, they'll recognize how important it is. If you can do it here, it can be done anywhere in the world, because you're the best — this is the best place of its kind in the world . . . .

CALIFANO

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complexities of the problem; but, again, it didn't win points for CDC management.

In examining the meaning of Califano's "depoliticizing" of NIH, it is useful to examine his words carefully. What he meant, quite plainly, is that the arbitrary element of political affiliation will not enter into decisions on appointments. Petty, Nixon-style, politics, are out, he was saying. But in regard to politics as the process that determines priorities, goals, and allocation of resources, politics are in — and he said so, explicitly, as can be seen from the above excerpts from his talk.

Those who yearn for a return to pre-political days of science are gripped by a nostalgia that is de-coupled from reality. NIH is now a $2.5-billion-a-year operation; NSF runs on over $800 million a year. Government activities that cost that much cannot be detached from political considerations, nor should they be. The cloistered days of science ended long ago, and no amount of handwringing can bring them back.—DSG

Research Agencies Queried on Overhead Costs

Having assailed the National Science Foundation in the past few years for support of social science projects with trivial-sounding titles and for sponsoring certain curriculum programs, NSF's right-wing Congressional critics are now beginning to focus on another area of NSF's business. They are starting to raise questions about the high, and rapidly increasing, level of overhead costs paid for through federal research grants to colleges and universities.

Though the matter has not yet reached much attention in the general press, the first indication of conflict came last year during House discussion of NSF's authorization bill, when Rep. Robert Michel (R-Ill.), noting that overheads have been climbing rapidly, asked for an explanation. Questions about overhead cost rates were also raised earlier this month during hearings before the House Science and Technology Committee on NSF's fiscal year 1978 budget request, and the Science, Research and Technology subcommittee plans to hold a public hearing on the matter on February 22.

In the meantime, the Department of Health, Education, and Welfare (HEW) has been reviewing the ground rules for payment of overheads on research grants. Last month, it sent a number of proposals to tighten present regulations to the Office of Management and Budget (OMB).

Though these activities do not yet add up to a frontal attack on overhead costs, there are several ingredients for a major dispute. First, there is a lot of misunderstanding about the nature of overhead costs. Second, overhead costs have been rising steeply over the past few years, a fact which is causing irritation among researchers and attracting attention from fiscal conservatives. And third, the universities are on the defensive because they are already under severe financial pressure and are anxious not to lose federal funding for overheads. They are ready to do battle to protect their interests.

Overhead costs, which are usually referred to as indirect costs, are supposed to cover items and services which are shared by a number of different research projects at each institution. They include heating and lighting, research libraries, administration costs, and depreciation of buildings. Each university calculates its own indirect-cost rate on a yearly basis according to a formula set out in a federal document known as FMC 73-8, which specifies the types of services which can be claimed as overheads. The universities are subject to federal audit to ensure that no unallowed services or items are included. Though procedures differ from one institution to another, when a researcher puts in a grant application, he calculates the direct costs of a project (which include such items as salaries, computer time, and so on) and the university then adds on its indirect cost rate before the grant request is forwarded to the federal government.

Much of the concern about indirect costs stems from the fact that the average indirect cost rate has been rising sharply over the past few years. Though hard-and-fast figures are difficult to come by, largely because accounting procedures differ from one institution to another, a House Appropriations Committee staff study last year reported that the average rate had increased from 30 per cent in 1970 to about 35 per cent in 1975. At Stanford, the rate is now 58 per cent, which means that for every $100 a researcher requests for the direct costs of a project, Stanford adds $58 for overheads.

The universities can cite a number of good reasons why indirect cost rates are increasing. Fuel costs are soaring, universities are forced to comply with all sorts of health, safety and employment regulations and, because universities have been short of funds in the past

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Cancer: Demand for R&D Results

Tangible results from research expenditures are often demanded by politicians, but not often in terms as explicit as those used by Rep. Daniel Flood (D-Pa.), chairman of the House appropriations subcommittee that handles the budget of the National Institutes of Health.

Addressing a symposium of cancer researchers recently, Flood said:

"Many of us in the Congress have put our substance on the line for the Cancer Program. When the 1970 Panel of Consultants [which recommended what eventually became the National Cancer Program] said that a couple of decades of basic science had opened up several explicit opportunities for rapid research exploitation, I believed them . . . .

"Now it's your turn to believe me . . . . I think Congress has been through the mill on this one . . . . Congress will renew the National Cancer Act in 1977. It will not be the shoe-in that it was last time. There will be serious questions. But the Act will be renewed.

"After that, though, support will wither unless you come on stronger than ever before. Cancer will have been allowed its testing time.

"We'd better see some improvement in official morbidity and mortality figures by the next renewal."

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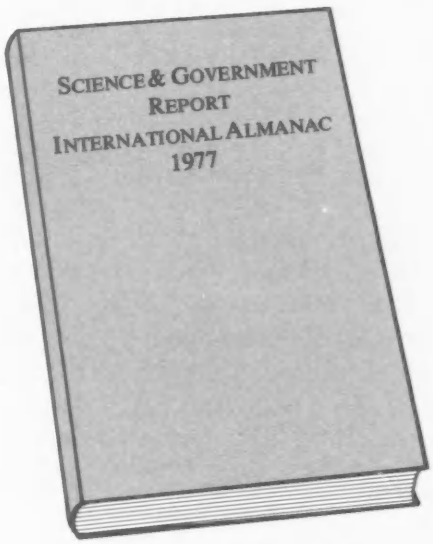

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Memorandum

To: Research Administrators
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SGR newsletter has come to be recognized as one of the world's most reliable and informative sources of news and analysis concerning science and government. Its articles are frequently reprinted in the *Congressional Record* and have been quoted in *The New York Times*, the *Washington Post, Time Magazine,* the *London Observer,* the *London Financial Times*, the *New Scientist*, and *Science.*

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Carter and Science: There Will Be No Upheavals

In Brief

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The ALMANAC is edited by SGR editor and publisher Daniel S. Greenberg, who was news editor of *Science,* the weekly journal of the American Association for the Advancement of Science, from 1961 to 1970. Mr. Greenberg is author of the *Politics of Pure Science,* a standard work on the politics of the American scientific community, and at present also serves as Washington columnist for the *New England Journal of Medicine.*

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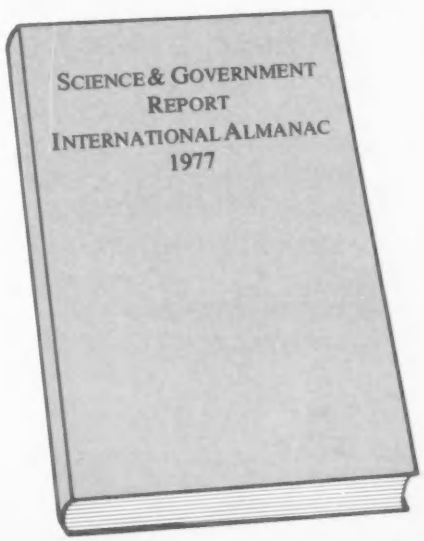
* The effects of Britain's economic plight on its scientific community.
* The state of Indian science and technology under Mrs. Gandhi.
* Research and development in France in the post-de Gaulle era.
* Scandinavia's tactics for meeting the energy crisis.
* The R&D dilemmas that face the Carter Administration.
* Japan's efforts to expand its R&D capability.
* How Israel is reorganizing its research and development enterprise.
* Switzerland's remarkable linkage of science and industry.
* The disgruntled state of Canadian science.
* The coming emergence of Brazil as a technological power.
* The organization and functions of the UN family of research-related organizations.



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Carter Working on Changes in R&D Budget

The Carter Administration's amendments to Mr. Ford's valedictory budget are now expected to be sent to Congress on February 23 or 24, about a week after the original deadline. Administration sources indicate that aside from energy and biomedical research, there are unlikely to be any major changes to Ford's research and development proposals.

The timing of the proposed amendments is posing something of a problem in the energy area since the Administration is in the midst of a review of energy policy which will not be completed until mid-April. Thus, the proposed budget changes are said to be "fluid," though some overall trends have been established. As expected, more funds will be requested for conservation R&D, and less for the nuclear program. But one item, the request for the liquid-metal fast-breeder reactor (LMFBR) program is said to be under intense discussion.

According to one report, Carter's energy advisers have recommended that the budget request for the LMFBR program should be less than the $855 million included in Ford's budget, but more than the $686 million budgeted for the project this year. Administration sources told SGR last week, however, that a final decision had not been made. It should be noted that several times during the campaign, Carter promised to reduce the priority of the LMFBR program, stating on one occasion that "because of the mounting cost in environmental problems, our excessive emphasis on this project should be severely reduced and converted to a long-term, possibly multinational, effort."

As for biomedical research, the Carter budget amendments are expected to increase the request for NIH, but as one official noted to SGR, "Congress usually adds to that request anyway."

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Total research and development expenditures in the US will amount to $42.9 billion this year, a 12.7 per cent increase over 1976, according to the usually reliable annual forecast of the Battelle Columbus laboratories. The report states that because of inflation, "real R&D effort has moved more or less sideways since 1970. It is expected to rise by about 5 per cent in 1977."

INDIRECT COSTS *(Continued From Page 5)*

few years, they have been more diligent in claiming their legitimate indirect costs from the federal government.

But the net impact is that university overheads have been taking up a growing share of the federal budget for academic research. According to an estimate by Charles V. Kidd, Executive Director of the Association of American Universities, of the $2.8 billion which the federal government expects to spend on research and development in colleges and universities this fiscal year, as much as $700 million will be spent on indirect costs.

In response to increasing concern about the trend of increasing indirect costs, the Department of Health, Education, and Welfare drafted some amendments to FMC 73-8 about 18 months ago. Intended to restrict the types of services which universities can include in their indirect-cost calculations, the HEW amendments would have excluded a number of items, such as library costs. The universities responded with cries of distress, and HEW last month revised its proposals. Though the universities are still not entirely happy with the revisions, the new proposals are less restrictive than HEW's original proposals. They are now under consideration by OMB.

The concern being expressed on Capitol Hill over growing indirect cost rates tends to be more shrill. One likely source of criticism of NSF in general, and of indirect costs in particular, is Rep. Eldon Rudd (R-Ariz.), a freshman Congressman who replaced NSF's former chief tormentor, John Conlan. Aside from the fact that they come from the same district, a common link between Rudd and Conlan is the fact that Conlan's legislative assistant, George Archibald, is now Administrative Assistant to Rudd. He has already begun to prime Rudd with prickly questions to ask NSF officials when they come before the House Science and Technology Committee.

Archibald last week told SGR that he feels indirect-cost rates deserve special attention from Congress. Calling them a "giant subsidy to the universities," Archibald said that "the taxpayer is getting ripped off because the universities are turning basic research into a porkbarrel" for higher education.

University officials are worried that such attacks, which miss the point that indirect costs are real costs of doing research, could lead Congress to place a fixed ceiling on overhead cost rates.

The hearings scheduled by the Science, Research and Technology subcommittee on February 22 should at least provide some information on the nature of indirect costs and the reasons why they have been increasing. Whether they will be able to defuse the issue before it becomes a rallying point for NSF's critics remains to be seen, however. —CN

OECD Study Hits US Failure to Conserve Energy

London. This winter's severity will probably have a bigger impact on US energy policy than a new report on energy issued by the Organization for Economic Cooperation and Development (OECD). However, the report, *World Energy Outlook,* merits notice because it persuasively argues that the US is responsible for much of its own energy difficulties; furthermore, that industrialized nations everywhere will eventually have to pay the price for US failure to conserve energy and expand supply.

The report is an update of an earlier OECD study, *Energy Prospects to 1985*, and it comes essentially to similar conclusions. But because so little has been achieved in the two years since the previous study an air of desperation is apparent in the OECD's analysis.

OECD reports, which are assembled with the help of government agencies in member countries, make headlines in Europe, while they appear to go unnoticed in the US. It is just this isolationism that the OECD—the 24-member club of rich western nations plus Japan—attacks, although the protocol of international agency scholarship precludes harsh criticism.

"The US bulks large within OECD as the principal energy consuming country and also as the country with the largest potential for achieving a reduction in oil import demand," the report states. The US could, it continues, boost domestic oil production and use energy more efficiently to reduce its oil imports by as much as all other OECD members put together. The OECD is, therefore, aiming at the new Carter administration when it says: "In regard to the 'conventional' energy sources, policy action is required promptly—that is, within the next year or so—in order to make any appreciable addition to supplies by the early 1980s. Equally prompt action is needed in regard to 'non-conventional' sources if necessary technologies are to be developed on a commercial basis by the 1990s."

The OECD highlights some of the policies it believes could bring about increased indigenous energy production:

- elimination of price controls on crude oil and natural gas;
- accelerated granting of exploration leases and production licenses, principally in Alaska, the North American Continental Shelf, and some sectors of the North Sea;
- moderation of environmental requirements of new energy development, particularly coal and nuclear power;
- incentive measures for application of secondary and tertiary oil-recovery techniques;
- active promotion of coal utilization by removal of demand restraints.

Even though the new study reduces the projections of indigenous energy supplies estimated in the earlier study, the OECD still believes that swift action could "reduce OECD countries' net oil imports by 1985 by as much as 10.6 million barrels a day—a saving of 30 per cent under the level of imports that may be required in the absence of prompt policy action." Some 55 per cent of this saving could come from reducing energy demand, while the rest would come from increased production, says the report. The US and Canada together could contribute more than half the reduction in oil imports, it points out.

With most European countries unable to match the US's energy reserves, they see the increasing import of oil into North America as a threat to their supplies, and a possible upward pressure on prices. Demand may now be below the production levels that the oil-producing countries would like, but few doubt that before long there will be something nearer a seller's market for oil. There is, therefore, some sympathy with the OECD views, even in those countries criticized in the report.

When the earlier study was made, several countries—most notably France and West Germany—expected to expand their nuclear capacity rapidly, a policy favored by the OECD. But since then these ambitious plans have proved too optimistic. The OECD acknowledges that it is now just about too late to do anything to increase nuclear capacity by 1985 because of the long construction lead times.

The OECD's assessment of longer term possibilities is that few of the new energy technologies now under development can have much impact before 1990. The report predicts that by 1995, North Sea oil reserves could be under pressure; "if the Arctic, the northern provinces of the North Sea, and the Continental Shelf of North America are not producing substantial quantities of oil it will be difficult by 1995 to even sustain the 1990 oil production within OECD. Consequently, there could be a dramatic increase in oil demand that would exceed not only oil-exporting countries' desired level of output but the likely physical productive capacity of oil-exporting countries planned for completion in 1980, and would create great upward pressure on the world price of oil."

The OECD is unwilling to place any reliance on energy produced by the breeder reactor, fusion, geothermal, or solar power on this timescale—"little firm information is available today as to their time lag for development, production cost, environmental cost or safety to include them in our case."

The report draws attention to the systems analysis work under way at the Julich and Brookhaven labora-

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Senate Reorganization Consolidates R&D Roles

Though it is not exactly a model of clarity and efficiency, the reorganization of the Senate's sprawling committee system, which was finally approved on February 4, has consolidated responsibilities for some science-related matters. It has also paved the way, at least in principle, for a more coherent treatment of energy legislation.

The reorganization is based on a slew of proposals put forward late last year (SGR Vol. VI, No. 19) by a Special Select Committee under the chairmanship of Sen. Adlai Stevenson (D-Ill.). Though the Committee's proposals were watered down by the Senate Rules Committee and were considerably mauled on the floor of the Senate, most of the provisions relating to science and technology remained intact.

First, it should be noted that the reorganization leaves untouched the major power centers in the Senate. The Appropriations Committee, the Armed Services Committee and the Budget Committee all retain their jurisdictions, which means that there will be no change in the way that budget proposals and military matters are handled.

Under the reorganization plan, the Commerce Committee will become the chief focus of responsibility for science and technology policy. It has picked up the jurisdiction of the former Committee on Aeronautical and Space Sciences, which has been abolished, and it has been given oversight authority for science and technology policy, oceans policy, transportation, communications, and consumer affairs. It has direct legislative authority over NASA, the National Bureau of Standards and other agencies of the Commerce Department, and the regulation of toxic substances other than pesticides. Chairman of the committee, which has been renamed the Committee on Commerce, Science and Transportation, is Sen. Warren Magnuson (D-Wash.); Stevenson is expected to become the chairman of the key subcommittee concerned with science and technology.

Missing from the Commerce Committee's jurisdiction is authority over the National Science Foundation (NSF). The Select Committee's original proposal would have placed NSF under the control of the Commerce Committee on the logical grounds that since it is a science agency, it should be in the science committee. The Rules Committee, however, transferred authority over NSF to the new Committee on Human Resources, which is based on the former Committee on Labor and Public Welfare.

The reason why NSF was put into Human Resources rather than Commerce says a lot about the way such matters work in the Senate. Officially, the reasoning given by the Rules Committee is that since NSF supports education programs, it can be considered a human resources agency. In fact, however, the reason is that Senator Edward Kennedy (D-Mass.) was reluctant to relinquish the authority he held over NSF through his chairmanship of the Labor and Public Welfare subcommittee on NSF, and he lobbied hard and successfully to retain the jurisdiction.

Authority over biomedical research will also be retained by the revamped Labor and Public Welfare Committee, which means that Kennedy will retain jurisdiction over NIH through his health subcommittee.

The changes in authority over energy matters could be significant. The Senate reorganization matches earlier actions in the House in abolishing the Joint Committee on Atomic Energy and transferring its responsibilities to other committees (SGR Vol. VII, No. 1). Jurisdiction over energy research and development and energy policy has been consolidated in the former Interior Committee, now renamed the Committee on Energy and Natural Resources. Chairman of the committee is Sen. Henry M. Jackson (D-Wash.), who emerges as a big winner in the reorganization.

Authority over environmental affairs and nuclear regulation has been clumped together in the former Public Works Committee, under Sen. Jennings Randolph (D-W. Va.). Those changes mean that nuclear-energy development and regulation have now been placed in different committees in both the House and the Senate, a division of responsibility which has long been overdue, and which should result in a more critical assessment of the nuclear program.

The impact of the Senate realignment on science and technology affairs in effect is that two Senators, Kennedy and Stevenson (if, as expected he gets the chairmanship of the Commerce R & D subcommittee), will emerge as the only Senators with broad authority over civilian research and development policies. —CN

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tories to evaluate R&D strategies; this work is being taken seriously in most European countries. If nothing else it brings together experts from the US and other countries and is one of the few signs that the US is not completely self-centered in its energy thinking. However, there will have to be more effective moves if the other OECD members are to lose their fears of US dominance of the energy market. —MK

(The report, World Energy Outlook, *is available for $12 from OECD Publications Center, Suite 1207, 1750 Pennsylvania Ave. Nw., Washington, DC 20006).*

More Local Authorities Weigh DNA Restrictions

Following the example of the Cambridge City Council, a number of state and local governments have begun to hold hearings and discussions on whether they should regulate recombinant DNA experiments performed at institutions within their jurisdications. Though Cambridge is the only place so far where specific local regulations have been adopted, hearings have been held at the state level in California and New York and at the local level in San Diego and in Bloomington, Indiana; a citizens' committee has been established at Princeton, N.J., to look into proposals to conduct recombinant DNA experiments at Princeton University.

A common source of concern in the discussions which are taking place around the country is the fact that the guidelines issued last year by the National Institutes of Health (NIH) to control recombinant DNA research are not backed by a monitoring or enforcement mechanism, and they apply only to research directly supported by NIH (SGR Vol. VI, No. 12). In that regard, two developments at the federal level are likely to be important.

First, an inter-agency task force, consisting of officials from federal agencies which might have a stake in recombinant DNA research, is expected to come up with proposals next month to turn the NIH guidelines into more formal regulations. The task force is now grappling with the problem of which agency should be responsible for enforcing the regulations. According to one participant, there is general agreement that no single regulatory agency now has authority to regulate all recombinant DNA research, and the task force is considering whether a group of agencies working together could do the job, or whether new legislation will be required.

And the second development is the introduction into both the House and Senate last week of legislation designed to regulate recombinant DNA research through a licensing scheme. Proposed by Sen. Dale Bumpers (D-Ark.), the bill would require the Secretary of Health, Education, and Welfare to issue regulations governing all recombinant DNA research in the United States. A researcher would have to apply for a license to conduct recombinant DNA experiments, and HEW would have the power to send inspectors into research laboratories to ensure that the regulations are being followed. Identical legislation has been introduced into the House by Rep. Richard Ottinger (D-NY).

A particular feature of the bill is that it would forbid the granting of a patent covering the use of recombinant DNA techniques unless all research on which the application is based was conducted in accordance with the regulations. Last month, the Commerce Department announced that it would expedite the granting of patents for recombinant DNA techniques, and said that although patent applicants should state that they have followed the NIH guidelines, they could also claim exemptions from the guidelines to protect trade secrets (SGR Vol. VII, No. 2). Hearings are expected to be held on the bill by Senator Kennedy's health subcommittee after the inter-agency task force reports next month.

Meanwhile, the Cambridge City Council voted last week to lift the moratorium it placed on some types of recombinant DNA research at Harvard and MIT. In place of the moratorium, the Council has imposed regulations proposed last month by a citizens' review committee (SGR Vol. VI, No. 1), which are more restrictive than the NIH guidelines. In addition, the Council has adopted an ordinance which would make violators of the regulations subject to a fine of $200 per day.

Science & Government Report
Northwest Station
Box 6226A
Washington, D.C. 20015

Second class postage paid at Washington, D.C.

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